

BOARD OF SUPERVISORS

Brown County



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Guy Zima, Chairman

Erik Hoyer, Vice Chairman

MENTAL HEALTH TREATMENT COMMITTEE: AD HOC

Wednesday, November 30, 2016

12:00 p.m.

1st Floor Conference Room, Board Room A

Sophie Beaumont Building

111 N. Jefferson Street, Green Bay, Wisconsin

- I. Call to Order.
 - II. Approve/Modify Agenda.
 - III. Approve/Modify Minutes of October 19, 2016.
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1. Report re: Sequential Intercept Mapping.
 2. Discussion, review and possible action: Request that Brown County review its past and present mental health services and develop a more comprehensive plan to treat both short and long term mental health patients including but not limited to 1) alcohol and drug abuse detox and treatment; and 2) children, adolescent and adult mental health treatment.
 3. Discussion, review and possible action: Request that the Human Services Director and Brown County Sheriff work together to develop a plan to provide a treatment plan for prisoners who presently make up a third of our jail population.
 4. Such other matters as authorized by law.

Guy Zima, Chair

Notice is hereby given that action by Committee may be taken on any of the items which are described or listed in this agenda. Please take notice that it is possible additional members of the Board of Supervisors may attend this meeting, resulting in a majority or quorum of the Board of Supervisors. This may constitute a meeting of the Board of Supervisors for purposes of discussion and information gathering relative to this agenda.

PROCEEDINGS OF THE AD HOC
MENTAL HEALTH TREATMENT COMMITTEE

Pursuant to Section 19.84, Wis. Stats., notice is hereby given to the public that an Ad Hoc Committee of the County Board of Supervisors met regarding Mental Health Treatment on Wednesday, October 19, 2016 in the 1st Floor Conference Room, Sophie Beaumont Building, 111 N. Jefferson Street, Green Bay, Wisconsin.

Present: Chair Guy Zima, Vice Chair Erik Hoyer, JOSHUA Member Cheryl Weber, Behavioral Health Manager Ian Agar, Jail Lieutenant Phil Steffen, Asst. Corporation Counsel Rebecca Lindner, Judge Zuidmulder, Sheriff Gossage, Director of Administration Chad Weininger, Human Services Director Erik Pritzl, Innovative Counseling, DA Dave Lasee, Hospital and Nursing Home Administrator Luke Schubert, other interested parties

Excused: Pat La Violette

I. Call meeting to order.

The meeting was called to order by Chair Guy Zima at 12:02 pm.

Zima introduced Joe Hoelscher, a therapist at Innovative Counseling. Hoelscher is interested in efforts to handle psychiatric needs in a more economical way through use of things such as psychotherapists and nurse practitioners.

II. Approve/modify agenda.

Motion made by Erik Hoyer, seconded by Judge Zuidmulder to approve. Vote taken. MOTION CARRIED UNANIMOUSLY

III. Approve/Modify Minutes of September 14, 2016.

A correction was made on Page 6 of the minutes wherein 4511 was changed to read 51.45(11).

Motion made by Judge Zuidmulder, seconded by Erik Hoyer to approve as amended. Vote taken. MOTION CARRIED UNANIMOUSLY

- 1. Report re: Sequential Intercept Mapping.**
- 2. Discussion, review and possible action: Request that Brown County review its past and present mental health services and develop a more comprehensive plan to treat both short and long-term mental health patients including but not limited to 1) alcohol and drug abuse detox and treatment; and 2) children, adolescent and adult mental health treatment.**
- 3. Discussion, review and possible action: Request that the Human Services Director and Brown County Sheriff work together to develop a plan to provide a treatment plan for prisoners who presently make up a third of our jail population.**

Chair Zima informed that the Executive's proposed budget is almost \$4 million dollars below levy limits. If the budget is adopted like that, Zima feels it will cut down the amount for next year. Director of Administration Chad Weininger said that Human Services did not receive an actual cut in their budget; there was a reduction for the Family Care payment to the State and this is where the savings were. He said the County is approximately \$3.9 million dollars below the levy limit. The County Executive's budget increased the levy by \$1.2 million dollars and in addition there is capacity to go up an additional \$3.9 million dollars.

Zima is not suggesting artificially spending money to meet the levy limit, but he finds this situation to be very odd. He feels that as time goes on if you keep cutting back, the levy limits will keep decreasing. The question is if the County wants to solve the problems in the community or not. This group feels that mental health services are lacking and we are trying to work towards reducing the clients in the jail that really do not need to be there and Zima feels that everyone on this committee is onboard with that. The group is made up of very powerful people who are very adamant about getting something going. A lot of work has been done on the four initiatives approved last year and Zima noted that the day report center will be operational by November 15. He continued that we also have to look at the facilities available to help people.

Judge Zuidmulder said his overall response has been that we need to craft an integrated system in which we really do not aggravate the mental health condition by inappropriate placement. He feels we all agree that a person should only be taken into custody if they are a danger to themselves or others. He also feels the mental health system that had been created collapsed and none of the funding really ever went to take up that population. The initiatives for mobile crisis and the day report center as well as the treatment court programs are all great ways to start. Judge Zuidmulder also said it is important to be sure that treatment is available and he has been talking a lot about the lack of appropriate housing as well. One of the biggest problems he sees is that the people who end up in the system, and in particular those who end up in jail, have often lost their right to be at the homeless shelters and they do not have any families so they are just pushed out into the community. These people really need to have a safe and healthy place to go because that is all part of the process of getting these people stabilized.

Zima recalled discussing at the last meeting a residential facility with a number of small apartments as well as space to make services available right in the building so people that come out of treatment are not sent back into the environments they came from and end up right back in the system again. He asked Human Services Director Erik Pritzl how to get something like this started sooner rather than later. Zima said when he sees gaps in the budget he feels there is money available that could be set aside to start planning and developing such a facility. Pritzl informed he had met with some others to talk about housing and out of the meeting they determined that what is needed is housing that is flexible and affordable, accessible to case managers and would accept criminal convictions with no disqualifying features or mental health issues, as well as having a sliding fee potentially to zero and a longer stay that is safe and supervised and creative in its approach. From that, there will be another meeting and the group will reach out to the Dioceses and Salvation Army and Pritzl will also be working on putting together numbers of people that do not have safe and appropriate housing that they are case managing.

Pritzl continued that he contacted Porchlight in Madison. This is the organization he talked about at the last meeting that runs the building that has apartments as well as business offices and services on the first floor. He talked to the program assistant and also left a message for the Executive Director to find out how they are funded and how it works and if something like this would fit with what we are talking about for Brown County. Pritzl said the facility operates on a sliding fee but he does not have all of the program information yet as to who gets to stay, how they stay and what the programming is. He does not know how this facility is funded, but it is owned by the non-profit.

Judge Zuidmulder said there are people already doing this type of work, but what we need is to get the people all together. He felt that if some sort of contract relationship could be worked out, the County would not have to own anything or have to pay for staff, but if we can create this housing we could then be able to really meet a pressing need in the community. He said that in the treatment courts, on any given week, out of 80-100 participants, there are 10 or more that are in limbo with no place to go. District Attorney Dave Lasee said he also hears a lot of concerns about housing and this is certainly something that needs to be addressed. He questioned if the lack of housing was an overall lack of housing or a lack of housing for the population we are focused on. Judge Zuidmulder said the population we are talking about has an additional disability in that they have created a crime so they are at an even greater disadvantage because they do not even have access to the NEW Shelter.

Zima said that continuity of service is important to these people and they need a place to go. This is a chronic population that is circulating in and out and this is a coordinated affair and it becomes confusing and those people should have some sort of efficient facility that provides housing and support services as needed. Having the people together who are in a similar situation would be helpful and would keep them out of the jail. Zima said we have to get something going as soon as possible due to the jail overcrowding. He feels the mental health services in Brown County have fallen behind and it is time to gear up and get a system in place where we can start slotting people in and getting the job done so we can see a reduction in the jail. He continued that there is money available in the budget. Zima said we need to take steps in the right direction and not sit and wring our hands while another year goes by. He is referring to housing for those with both mental health issues and AODA issues.

Hoyer noted that the County Board will be voting on the budget in two weeks and rather than overwhelming ourselves with the reality of this he questioned if there a bite we can take that the full force of this group could stand behind to move towards that direction. He feels if it is important enough to the community, the Board could bond for something at any time, but there is an opportunity right now to get it in the budget. Zima feels this group should ask for money in the budget for planning purposes to develop the concepts. He thinks if this group is serious, we have to get some money to get the concept going and get a proposal that can be taken to the Board and ask them to bond for it or whatever is necessary to facilitate it. Hoyer feels the key is to have something that is very concrete.

Judge Zuidmulder feels the Board was very receptive to the description of the needs and the explanation of how the money was to be spent where it was authorized but not spent until a specific plan saying how the funds would be spent was in place. He feels this concept was understood by the Board and that is the way it has to be done. None of the money was spent without the Board being fully informed and they voted on it. He feels the Board should be advised that this group has identified that there is a pressing need in the community for stable and safe housing for people who have mental health issues, AODA issues or drug issues. The money asked for should be set aside to be used in the next fiscal year upon approval of the Board if a plan is brought back either to contact for housing or build housing. None of the money would be spent until it comes back to the Board and Judge Zuidmulder feels the Board would go along with this. The money should be set aside for safe housing for this population and this group will come back to the Board with a proposal of how the money is to be spent, who we are proposing to target, the number of people to be served, etc. Zima said the goal is to use the money to hold down the total long-term needs in jail expansion. He feels if this group is going to do what it set out to do a year ago, we have to have something in place to take the people out of a high cost facility and move them to a lower cost facility and meet the community's needs. Judge Zuidmulder added that evidence-based research shows that 80% of the people in the jail and the prisons have co-occurring mental health and AODA problems and these people need to be targeted. Zima said he is approached somewhat frequently by people who need help with these types of issues and he would like to be able to help all of these people, but there is no place to send them. He really wants to get this going; he does not want to become a society that just talks about things rather than moving things forward.

Weininger asked if it would be better to have people who need these services all in one location or somewhat spread out. Judge Zuidmulder responded that there should not be any service costs for this because the services and programs are already in place. What is needed is safe housing. Zima is thinking of a building with a number of small, efficiency-type apartments that would also house some service offices. Pritzl said he has seen some promise in facilities that have services right in the same facility. Judge Zuidmulder feels that the need is recognized, but he does not feel that we should commit how to address the need at this time because that will take a lot of community conversation involving a lot of people. His view is the more people in the community who have an interest in addressing this issue the better off it would be for everyone. All of these programs can only survive if the people in this town have a buy-in to what is being done. When you impose something from the top that people haven't fully vetted or understand it is easily lost. Judge Zuidmulder said everyone seems to be in agreement that there currently is not a place to put these people. Pritzl went back to the original idea of planning money and asked if a consultant could be hired to come in and do a community needs assessment and then present multiple options. He said his department does not have capacity to do the planning and Zima suggested asking for a project position in the budget to work on this. Weininger shared that when he was employed at the City they looked at having a number of homes throughout the community for housing these people and there was money available through HUD to purchase the homes and then house the people and provide the services. That model seemed to make sense, but didn't really move forward because about the same time St. John's opened their shelter. Cheryl Weber said that her group recently met with NEWCAP and they are starting a program for the chronic homeless and they have a \$500,000 grant from HUD. They are thinking they have money for up to 45 chronic individuals and the grant will also be available for 2018 as well. They already have 30 people picked out for the program. The qualification would be 12 consecutive months of no residence or four times listed as homeless in a 36 month period. This program will be starting in January, 2017.

Zima wants to build a facility where we can see that people are being cycled out of the jail into the programs. The last thing he wants to do is start battling neighborhoods about having group homes in them. Jail Lieutenant Phil Steffen and Sheriff

Gossage both said that the neighborhood issue will be the biggest hurdle. Gossage said it would have to be determined that someone with criminal offenses could be allowed to go into this housing. Weber said that this was discussed at the basic needs meeting and it was indicated that everyone would be allowed into the housing, including AODA people, sex offenders, etc. She realizes there are ordinances with regard to sex offenders so this would have to be worked out, but HUD would become the landlord of the homes leased by them. These would be individual homes and there would be caseworkers attached to the residents as well. It was indicated that 95% of the people that they are considering for placement in these homes are from St. John's. A question was asked about nuisance ordinances for houses where known drug activity is occurring. Weber reiterated that there will be caseworkers and further, this model has been very successful in other parts of the country. Lasee was concerned that neighbors would be calling wanting nuisance ordinances enforced so there would need to be buy-in for this. Zima was very clear that he did not wish to mix a homeless-type program with mental health people and AODA people. He did not think there would be buy-in from the County Board for something like that. The County is not here to babysit chronic drunks; what Zima is talking about is alleviating the jail of these people. Steffen said the chronic alcoholics are the population that they are talking about. Judge Zuidmulder disagreed and reiterated that there are a number of people in the treatment courts with no place to go so they go to the jail. Steffen said what he is saying is that these people have co-occurring disorders. Judge Zuidmulder responded that that is not the population he is talking about with regard to the housing situation. He is talking about people who are mentally ill and they end up in jail for things like battery and disorderly conduct. He does not have any place to send these people so he ends up sending them back to the same situation that landed them in jail in the first place. He feels that we need to understand that we are talking about people who are in the criminal justice system that have these needs. Judge Zuidmulder explained that the people in the treatment courts have case managers that make sure that medications are being taken and if necessary there are tools such as GPSs and SCRAM units to help keep these people doing what they are supposed to be doing. A housing facility would provide a place where the mental health issues can be addressed and they would not be a danger to others and would not be back in the environment that triggers the mental health issues in the first place. Judge Zuidmulder said that without a place to send these people, there is not a lot he can do and it is dangerous to send them back to the environments that trigger the problems in the first place. This all falls on Judge Zuidmulder's shoulders because he is trying to keep these people out of the jail and make them healthy again. Zima said it does not seem like it should be so hard to picture a place where there are a number of small apartments with services available onsite where people can get the help they need. He would like to see a place with at least 100 apartments. Zima suggested again having a half time position or LTE added to help staff work out some details on this to get people out of the jail. The money is currently there and Zima feels that if this is going to cost a couple million dollars, we can take it out of the money for the jail and use it to increase the social service capacity. He realizes that there may be some homeless people that this would help, but he does not want that to be the focus. The focus needs to be on helping mentally ill people get out of the court system.

Pritzl added that at times there are capacity problems with the diversion facility and the inpatient psychiatric facility. He said the people that are being described sometimes end up in jail and then in the hospital or diversion program and there are times when the capacity is reached and people are being sent to Winnebago County which becomes quite expensive. Zima said these are the types of things we need to get the County Board to understand. Pritzl explained that Nicolet gets people in who have social issues such as homelessness or substance abuse and they end up coming in on an EM1 because they say they are suicidal, and then there are other people who come in on legitimate EM1s that are acutely mentally ill and those people are having to be sent to Winnebago because we are out of capacity. Zima said another wing is needed but Pritzl disagreed in light of the new hospital coming into the market. He did agree, however, that we have to deal with people before they come in crisis and do stability treatment instead of only crisis treatment.

Hoyer asked if the most efficient thing is a contracted service where the County would pay someone to deal with this so we do not have to pay to send people to Winnebago. If we can find a way to do it locally and cheaper, it would be more efficient because we are not always at a situation where we need 100 beds. He questioned if there are other options and said that maybe bringing someone in to connect all the dots would be the best way to figure this out. He does not want to see a big building that is not full. Pritzl said that there are two issues. The formal treatment side is very different than what Zima is proposing. Zima said that maybe there could be a design that starts with a few units but can be added on to if

necessary, but he does not think it would be hard to fill a facility, especially since there are a few hundred mentally ill people in the jail. He realizes that not all those may be able to participate in a program like this, but he feels at least half would qualify.

Pritzl feels that to get this to the level of a study that would really persuade people, there would have to be someone dedicated to this. He would have to do some research to see if there is someone to contract this out to. Zima asked Gossage about the current capacity at the jail. Gossage responded that the jail is currently at 88% capacity, but noted that they are really exhausting the EMP program. He said there are individuals that do not have anywhere to go. If they are sentenced and the jail wants to put them on EMP, they are unable to do that because they do not have any place to go. Gossage said he can put GPS on people or SCRAM bracelets which is much more efficient than Huber, but these people still need to have some type of housing. Judge Zuidmulder said it sounds like there are different populations and we would have to see what those different populations total up to be and then the issue is how to best create a facility where those populations are isolated from each other so they are not contributing to each other's problems. Gossage said there are a lot of populations that should not be mixed. The goal as a community should be to make these people better so we can help them transition to a healthy, productive, progressive adult lifestyle versus what they have been doing. The jail bed days will be reduced if we can stop the addictions with these people which will in turn stop the crimes. Judge Zuidmulder said that housing could be knitted together with the day report center and there would be a good supervised system.

Hoyer said the intercept mapping has been at the back end of our discussions and if there are other issues that need to be addressed we should talk about them now. Zima feels the group needs to make a determination as to if we are going to address the need for a longer term alcohol and drug abuse treatment program. He feels there are models in other states where people are in treatment for three to six months and ready to be non-alcoholics when they come out. Then they could move into the type of housing he is talking about so people can be supportive of each other in similar situations. He does not feel that anyone thinks the money is being wasted. He reiterated that once a budget is adopted that is \$4 million dollars below the levy limit, the money will no longer be there next year. He is not talking about spending money just to spend money, but there are needs in the community and Zima feels it is time to get something going. If we need to get someone to coordinate this to put the pieces together, then that is what should be done so we can determine the needs and then go to the County Board. This will become an easy sell when the people see that we can put off building onto the jail by doing this instead. Pritzl feels this is definitely worth looking into more as people have access to treatment, but they also need stable housing. He said this should be looked at from not only what are the possibilities, but also what are the evidence based practices as the recommendations have to have some evidence to support them. He feels we have to couple housing with treatment, but not make it so coupled that it creates a treatment facility because then the rules and regulations may impede the innovation. Pritzl would like someone to dig into this and give a recommendation.

Zima asked specifically what we need to ask the Board for. Pritzl responded that he feels someone needs to come in and assist either as an LTE or as a consultant. He feels bringing someone in will take some time as someone will have to come up to speed on this, review minutes, etc. to become familiar with what this group has been doing before they can bring recommendations forward. Zima feels we need to hire someone to put a plan together of what this larger facility for housing would be and who can benefit from it and then bring it forward to the County Board. He does not think the analysis has to be all that big because we know where the needs are. Zima feels the right person could put this together in a month, but Pritzl felt it would take longer.

Judge Zuidmulder would like to see the word *homeless* not used because it is a whole different stereotype. We are talking about people who are in the system for one reason or another and we do not have a safe place for them to go. They may have a home, but the home is not always the best place to send these people. He does not want the word *homeless* used because it brings a lot of negative stereotypes. These are people who are in a circumstance of not having stable and safe housing.

Assistant Corporation Counsel Rebecca Lindner asked if what Zima was looking for was to have money set aside for transitional housing, similar to the way funds were set aside last year. Weininger said that the request would actually be to

fund a position or contract services to develop a plan as opposed to setting money aside. Zima did not think we need to reinvent the wheel. He would like to put some staff to work on this and collect data on existing models. He would like to have something in the budget for this one way or another and have all of the elected officials sign on that this is something that is needed.

Pritzl suggested that the Department of Health Services be contacted to see if they have any recommendation that could help in this regard because they do projects like this frequently at the State level so there could be someone they know of that would be willing to be a contractor on this. Weininger said that if this group wants this to go to the Executive Committee, it would have to be done by resolution. Zima also brought up the current record system and said that it is hopelessly inadequate. He knows from his own experience that Brown County trying to get records from other facilities is very difficult. He realizes this is a whole different subject, but this is something he would like to work on as well. Pritzl explained how the current system works and Zima asked if the group was interested in asking the County Board for funds to convert to a different system that would be more efficient. It was indicated that something like this would cost in the millions of dollars. Zima said it is something we could look into on future agendas.

The amount to ask for for a consultant was discussed. Zima would like to see the number to include not only the consultant's costs, but also money available to house people. Judge Zuidmulder suggested asking for an amount of money to conduct the study and then once the study is completed, there would be funds available to implement the recommendations with the approval of the County Board. The discussion regarding the amount continued and Gossage asked about a cost savings from previous allocations for the day report center since it is not starting until November. Lasee said that Weininger suggested that there are other places in the budget where those funds would be applied. Pritzl said in the 2017 budget the full initiative money will be expended as the phases will be fully operational.

Hoyer asked if we are looking to have a resolution crafted to go to the Executive Committee or to the full Board in two weeks. Zima said the Board complains when things are brought in without going to Committee and Hoyer said that he fully believes this is the next step. Lindner said she would be able to work on a resolution and Zima said it was important to let the County Board know that it is the next step in the continuing efforts to reduce the jail population and find replacement for jail inmates that need mental health treatment as well as housing to permit the treatment to be effective and the amount that we are asking for is \$400,000.

Motion made by Erik Hoyer, seconded by Phil Steffen to have Corporation Counsel draft the annual resolution regarding mental health initiatives to the County Board asking them to fund the next step to provide consulting services and money to start the transitional housing need which is the number one gap in the mental health providing system in the amount of \$400,000. Vote taken. MOTION CARRIED UNANIMOUSLY

4. Such other matters as authorized by law.

The next meeting date was discussed and November 30, 2016 at 12:00 pm was selected.

Motion made by Dave Lasee, seconded by Erik Pritzl to adjourn at 1:27 pm. Vote taken. MOTION CARRIED UNANIMOUSLY

Respectfully submitted,

Therese Giannunzio
Recording Secretary